

## **Historic, Archive Document**

Do not assume content reflects current scientific knowledge, policies, or practices.



4  
Talk by D.A. Williams, Administrator, Soil Conservation Service, U.S. Department of Agriculture, at the annual meeting of the South Dakota Association of Soil and Water Conservation Districts, Spearfish, South Dakota, Monday Morning, October 7, 1963.

It always fills me with a great sense of pride to come back to this part of the country -- to my home State, and now the home State of the five Fischer infants who last month made news around the world. These babies, along with the thousands to be born this day, are the major reason we meet. For their futures -- whether they find them in the city or in the country -- may well depend on the decisions that our generation makes at meetings such as this.

I am especially pleased with your choice of the theme for your meeting: Rural Areas Development and Land Use. It indicates that you are aware of the key role soil and water conservation has in the welfare of a community. It indicates that you have accepted as opportunities the challenge of new problems brought about by our ever-changing and complex society.

South Dakota has made remarkable progress in soil and water conservation. You have come a long way since your first soil conservation district was formed over 25 years ago. You have seen the district's role grow from one of controlling erosion to one of providing the stimulus and direction needed for the economic development of rural areas. You and your counterparts across the Nation have provided the leadership.

Twenty-five years ago conservation efforts were prompted by the fear of ultimate exhaustion of our natural resources. That fear has been largely removed by new knowledge. Instead of simple preservation, our goal today is to use and manage resources in ways to get the greatest benefit from them -- for town and country -- now and in the future. Wise use, rather than restraint of use, is the keynote. Idle resources make no contribution to economic growth.

Today the practice of soil and water conservation consists mainly of applying new technology in ways to keep land resources productive and useful.

It is true that today we are producing more food and fiber than we can consume, sell abroad, or use in the Food for Peace program without disrupting the economics of the countries we seek to help. Even if the population continues to grow at the present rate, we expect that by 1980 we will need about 50 million fewer acres of cropland than we had in 1959. This is not because we have too much land. Indeed, we have no surplus of productive land. It is because we need to make some adjustments in the use of land.

We need to shift uses of land within the agricultural plant itself to create a balance between production and need. However, shifts of cropland from crops now in surplus to uses that meet the needs of all Americans must be made in ways that will reward the farmer and not cut his income.

According to the Bureau of the Census our population in the year 2000 will be about double what it is today. It follows that we will need nearly twice the agricultural production we have today. Our land must produce proportionately more meat, dairy, and poultry products, fruits and vegetables and other food for the soaring population in addition to supplying much of the raw materials for industry. And it also must provide room for living -- for housing, industry, recreation, and other requirements.

At the same time, we are told that by the year 2000 all demands for land, if taken separately and added together, would total 50 million acres more than the total area of the 48 contiguous States. Even today we are feeling the pressures of competition for use of our land. These must be met with intelligent decisions as to what land use should have priority -- or what multiple uses are to the best advantage of all.

Land and water are unique among natural resources in the extent to which they serve multiple uses. An acre in forest can provide timber, wildlife, recreation, erosion control, water supply, and protection from runoff -- all at the same time. Farmland can produce birds and small game and recreation along with crops and forage. Reservoirs and streams can be managed to produce wildlife and many kinds of recreation while at the same time providing flood prevention and water supplies for human, agricultural, and industrial use. (more)

Attainment of maximum, long-term benefits from multiple-use depends on careful planning and **proper** management.

The increasing use of land for non-agricultural purposes involves more and more people -- builders, engineers, recreationists, planning officials, sportsmen -- in addition to the farmer and rancher. Each has his own interest and his own specialized knowledge. We need to blend these interests and this specialized knowledge. We must combine them with our own in order to work out a satisfactory land use pattern -- one that combines all needs. The time has passed when we can deal independently with our resources. We can't go at the job piecemeal. We must not overlook any of the implications -- social, economic, or political -- in planning the overall use and development of our resources. All interests must work together.

But who will lead the way?

Soil and water conservation districts are in a position to supply the leadership that is required for this undertaking. Your organization has the knowledge of the capabilities of the soil. You know how soils can be used. Many of you may have had a part in the conservation needs inventory recently completed. You all have firsthand knowledge of the resources in your area. You know the resource problems in your area. You have the organization and the power to make decisions and to act. Indeed, districts have unique qualifications to give leadership to a program of developing and managing our natural resources -- a leadership that will assure that all resources are making a maximum contribution to conservation and to the economy and needs of the community.

Proper land use is one of the objectives of the Department of Agriculture's program of Rural Areas Development. Although soil and water conservation and rural development have been synonymous concepts for some 30 years, only lately have we begun to use rural areas development as a descriptive term. The program is a combination of old and new programs and authorities to be used by

(more)

USDA 3324-63



local leaders in creating new economic opportunities in rural America. The program seeks to fulfill several high priority national goals. I'd like to give you these goals:

1. To increase the income of people living in rural America and to eliminate underemployment.
2. To improve the family farm system of American agriculture.
3. To expand job opportunities through loans, grants, technical services, and training programs that create new factories, stores, recreational enterprises, crafts, and services of all kinds.
4. To promote outdoor recreation opportunities on privately owned and public lands -- recreation that provides a new source of income for the farmer and rural businessman and at the same time serves the need of our growing urban population.
5. To readjust land use, Nation-wide, to meet national needs and to bring the use of each acre in line with its capabilities.
6. To provide appropriate services and adequate financial support for the protection and development of our soil, water, forest, fish and wildlife and open spaces.
7. To improve existing rural community facilities and institutions, and where needed to build new ones so that people in our rural areas are assured pure water supplies, first rate schools and hospitals, and other services that are standard in a modern community.
8. To make continuous and systematic efforts to eliminate the many complex causes of rural poverty.

This is a vast undertaking. And it leaves no doubt in one's mind about the place resource conservation has in rural areas development.

Soil and water conservation districts will have to play a key role to make the program a success. Only the local people can make the program a reality. The Department of Agriculture can help technically and financially, but the initiative must come from the local people. They must furnish the drive and the leadership.

A good starting point is updating district work programs. I'm pleased to report that about 800 districts across the Nation have taken advantage of Secretary Freeman's offer of a modernized cooperative working agreement. They have broadened their district programs to meet the needs of these modern times. However, there are still many district programs that date back 20 to 25 years. Ideas, plans, programs and concepts adequate then are not adequate today. Today we need programs that reflect all of the long-time resource needs of the community -- not just agricultural land, not just watershed projects and flood prevention needs, not just woodland needs, not just farm needs and problems. But all community needs -- parks, playgrounds and other recreational facilities, tourism, water storage, and local industry to improve the economic welfare of the community. Things that directly concern all citizens in all walks of life.

A revised district program recognizing the immediate and long-term needs of the community can form the basic foundation for the local rural areas development effort and thus make a valuable contribution to the future economy of the area.

I urge that each district make updating its work program a prime objective.

(more)

Congress, through the Food and Agriculture Act of 1962, authorized new activities tied directly to the district program. These, combined with the old, will help rural communities respond to their aspirations for development and growth -- for program services that will stimulate their economies, both farm and industrial, both commercial and cultural, both human resources and natural resources.

The new programs include Cropland Conversion, Resource Conservation and Development, amendments to the Small Watershed Program, and assistance in establishing income-producing recreation enterprises on private rural land.

The major objective of the Cropland Conversion Program is to help farmers shift land from producing crops in over-supply to grass, trees, wildlife and recreational uses. The program is underway on a pilot basis in 237 counties. In addition to cost sharing materials, services and other assistance needed for conservation measures, the Department can offer adjustment payments to help maintain an adequate income during the transition from cropping to other uses. Long-term agreements will be based on a basic conservation plan developed in cooperation with a soil conservation district and with the assistance of an SCS technician. You will undoubtedly recognize the new long-term agreements as an application of the principles that have proved so highly acceptable and workable in the Great Plains Conservation Program.

Resource Conservation and Development projects will enable farmers and ranchers, city people, rural communities, civic groups, and others to work

(more.)



together to improve land use patterns and develop the natural resources of rural areas. The Secretary has authorized the SCS to give planning assistance to the first of these projects -- a project in a four-county area of southern Indiana. I am glad to see that a project here in South Dakota is among the first 15 proposals. It involves over 1 million acres in Bon Homme and Charles Mix Counties. Land conversion, flood and sediment control, accelerated range-land improvement and land treatment, and the development of recreational facilities and municipal water supplies are the main objectives of the proposed project.

Amendments have broadened the Small Watershed Program to make it more adaptable to local needs. Funds can now be advanced to local organizations to develop water supply for future municipal and industrial use and to preserve critical sites for future construction of water impoundments. Also, cost sharing is now authorized for public recreation developments in the projects. We have received over 40 proposals for adding recreation to watershed projects. Two of the proposals were from South Dakota -- the Pattee Creek project in Lincoln County and Turkey Ridge Creek project in Turner County.

Farmers and ranchers may now receive technical help from SCS and loans from the Farmers Home Administration in developing income-producing recreational facilities. Recreation acres as part of the basic farm plan can mean more effective use of the land, additional income for rural landowners, and expanded recreation opportunities for both urban and rural people. Our public parks, camping grounds, lakes, and beaches are jammed with people searching for outdoor fun. The increased leisure time, higher income, and the ease of travel on our great highways draw people to out-of-doors as never before. The simple pleasures head the list -- hiking, swimming, boating, picnicking, fishing, hunting, and camping.

(more)

USDA 3324-63

Our public recreation facilities -- even though they will continue to grow in number -- will not be able to keep up with the booming demand for outdoor recreation. The demand can be met, however, on privately owned lands -- the farms, ranches, and woodlands that make up nearly three-fourths of our land area.

During the past year, activity in this phase of the Rural Areas Development program has been extremely gratifying. Nearly 10,000 district cooperators -- 131 of them in South Dakota -- established one or more income-producing recreation enterprises on their land. About a tenth of these cooperators are making recreation their primary source of income. The enterprises include vacation farms, fishing and swimming waters, picnic and camping grounds, hunting preserves, and the like. This is a relatively new use for private rural land, and a new business for farmers and ranchers.

These are some of the new tools provided by Congress last year. Each directly concerns and needs the support of soil conservation districts to make it fully effective.

Your State has been alert to its resource legislative needs. South Dakota legislators have provided tools designed to fit many conservation needs and objectives, and combinations of needs and objectives.

In addition to your soil conservation district's law you have provided for watershed districts, which can be organized under the wing of soil conservation district supervisors at the beginning, and thereafter operate independently.

Your more recent Conservancy Act provides for conservancy sub-districts. These sub-districts, which can cover larger areas than other special-purpose

(more)

districts, have some authorities not granted in other legislative acts -- authorities that can contribute greatly to coordinated resource development programs generated by soil conservation districts, watershed districts, and irrigation and drainage districts.

If all these tools are to be used and coordinated effectively, it will be the soil and water conservation districts that make it so. While success will be measured by the desire of rural people to move ahead, it will depend on the leadership the rural people are offered.

That is your challenge. It is your new challenge.

Over a quarter of a century ago districts were challenged with the need to combat soil erosion on agricultural land. They accepted that challenge. Their success is strikingly revealed throughout the country:

You as district supervisors have every reason to be proud of your record. You have proved beyond a doubt that a democratic group of locally elected people can successfully undertake the vast job of protecting and developing our soil, water, and related resources.

The job 25 years ago was far simpler than the job today. And the job ahead is far broader in scope and more complex than we could have ever envisioned when the first district was formed. It extends into the backyards and the daily lives of everyone in every community in the Nation.

Today districts have an unparalleled opportunity to become the overall resource and rural development leaders of their community. They can assume

(more)

this broader leadership by widening their horizons, by recognizing the valuable contributions other individuals and organizations can make to the overall program, and by making use of these important human resources. By doing these things districts can go into new heights. They can make their second quarter century more productive than the first 25 years.

Although the concept of resource development has broadened many times, the fundamentals have not changed. We have not changed the basics of our program. What we are doing is refining it and realigning it to keep up with the fast-moving world in which we live. We can cope with change only by meeting it head-on and adapting it to our purpose. This is resource conservation and rural areas development.

Is the challenge worth it? I'm sure it is.

- - - - -

USDA 3324-63





U.S. DEPT. OF AGRICULTURE  
NATIONAL AGRICULTURAL LIBRARY  
JAN 7 - 1964  
C & R-PREP.

A56.9  
W67  
Aug. 20, 1964

A BROADENED SOIL AND WATER CONSERVATION PROGRAM

72 Talk by D. A. Williams, Administrator, Soil Conservation Service, U. S. Department of Agriculture, at Nineteenth Annual Meeting of the Florida Association of Soil and Water Conservation District Supervisors, Sarasota, Florida, August 20, 1964.

I am very pleased to take part in your nineteenth annual meeting. I always enjoy meeting with district leaders and I always profit from it, too.

And you can be sure that it is a real pleasure to be in Florida, although my stay is going to be all too short.

Florida is a kind of magic word for us from the north. It seems to be synonymous with sunshine, leisure, and vacation. In our mind's eye we are apt to picture a sandy beach and ocean view.

But a look at your program erases much of such a picture. It shows that you realize there is a job to be done, are doing it or are eager to get at it.

Your program indicates you see clearly the opportunities and problems that lie before you. It indicates that you are especially aware of today's broader needs of a modern soil and water conservation program. It indicates that you are aware of the city-farm interrelationship and interdependence.

Concerning resource conservation, Secretary of Agriculture Freeman has said: "We are just beginning to realize the dimensions of the problem we face with regard to adequate soil and water resources for coming generations. Rapid movement into the cities and suburbs, combined with a high rate of population growth, impose on us the obligation of considering--not only whether we will have enough productive land for farming--but also how we can best utilize our land and water resources to provide future needs for recreation, to maintain and enhance the values of rural life, and to offer to the increasing millions living in metropolitan areas opportunities to know and appreciate nature itself."

I would say that your program for discussion reflects these points very well.

Soil conservation districts were originally formed with the idea that, to get conservation on the land, the local people themselves--the farmer and the rancher--would have to take the initiative. Time has proved that the idea was sound.

It is still sound. The scope of the job has broadened. The area of need has increased. More people are more closely involved. But unchanged is the fact that the job will get done only if the development of land and water resources is initiated and carried out by local people. Only if local people lend the spark and momentum will their desires and needs be truly satisfied.

When we look back, there is no doubt about the tremendous conservation job that has been accomplished through districts.

And yet, when we look ahead, we know that there is still a staggering job to be done. You have formed an organization that has proved successful in getting conservation on the land. You have acquired the knowledge of what can be done, you know how to do it, and you know what needs to be done. In fact, districts have provided the base upon which communities can develop natural resources to bring prosperity and a higher standard of living to all segments of the population.

We should set our sights on where we are going and not look back except to recognize the pitfalls and capitalize on past experiences. We must broaden our understanding and objectives in resource planning. We must look at the whole resource job. We must not hesitate to move into new fields.

Since your President -- Robert Morris -- did not limit me to a specific subject, I would like to make a few comments on some things ahead. Something about the areas into which resource development will take us. And something about the part soil and water conservation districts and the various levels of government have in this development.

We realize that the Nation's land problems are not limited to agriculture, but hold important implications for all segments of the Nation's population. It will take skill, experience, understanding, and teamwork to solve these problems.

As the ratio between rural and urban population widens, land-use shifts and adjustments within agriculture and between agriculture and other uses may be expected.

About 1-1/3 million acres of our most productive land is being shifted each year to municipal, industrial, highway, defense, and other nonagricultural uses. Much of this is happening here in Florida.

In the last few years there has been a very great increase in the interest of the nonagricultural community in the use of soils information for various purposes. The Housing and Home Finance Agency of the Health, Education and Welfare Department has been extremely interested in soil survey information in connection with grants and loans. We have worked closely with the Bureau of Public Roads on the use of soils information for highway construction and location purposes. In Florida, we have worked with the East-Central Florida Regional Planning Council, which I understand was organized to help local people in the Cape Kennedy-Orlando area with their planning problems. This area--like so many others throughout the country where rapid build-up is taking place--faces the urgent need for organized urban planning. Our soils staff prepared soil maps and soil survey interpretations which the Council is using in its planning work.

State Conservationist Jim Hammett also tells me that about 30 towns and cities in the State are interested in similar planning assistance. At least two counties, he said, are willing to contribute financially to speed up soil surveys.

Just as soils information has been found to hold the key to proper use of land for agricultural purposes, we know that it also holds the key to sound use of land for other purposes. Awareness of this fact has grown to the extent that some local ordinances and even proposed national legislation point to emphasis on orderly planning of suburban growth based on technical knowledge in soil and water conservation.



These are signs of the times. The Soil Conservation Service and the soil and water conservation districts across the Nation are being called on more than ever before to work with nonagricultural interests in planning the conservation and development of land and water resources.

Needless to say, the shift of large amounts of our agricultural land into non-agricultural uses makes obvious the need to accelerate application of conservation measures to protect and improve our remaining agricultural land. Even though our Nation will probably have crop surpluses for some time, there is nothing to indicate a lack of necessity for aggressive soil and water conservation on both agricultural and nonagricultural land. In fact, the need for protecting and improving our soil and water resources has never been greater than it is today.

According to our National Conservation Needs Inventory, about two-thirds of all non-Federal rural land still needs conservation treatment of some kind. In Florida, almost 90 percent of the State's agricultural and forest land needs treatment. Needs range from timber stand improvement and protection of woodland against fire, insects, and diseases...to pasture improvement...to wind and water erosion control and removal of excess water on cropland.

The inventory also points out that nearly 9 million acres in 162 watersheds in the State need protection from floodwater. And the productivity of over 9 million acres in the State can be increased by erecting facilities that enable landowners to manage their water supply.

Some of this work has already been started through the small-watershed projects being sponsored by your soil and water conservation districts and other local organizations.

Applications have been received from sponsors of 53 watershed projects. Seven of these are in the planning stage and 11 are in operation. One has been completed.

The potentialities of watershed projects, of course, are governed in each case by the natural conditions of the locality. But, because of their multiple-purpose features, they can be a vital instrument in the development of community land and water resources. They can be an important base upon which to build pyramiding community benefits.

Of the Nation's approximately 580 watershed projects that have been approved for operation, nearly half have multiple-purpose objectives that include varying combinations of recreation, fish and wildlife development, agricultural water management and municipal water supply--with watershed protection and flood prevention, of course, the major objective.

In the last 4 years projects have progressed to the point where we could evaluate their success. Four years ago construction had been completed on only 11 projects. Today it has been completed on 107. Sixty-six of these have both the planned land treatment and structural measures installed.

The results have been amazing...more than we could have hoped for.

We have seen communities reap the benefits of their foresight and work in carrying out projects.

We have seen agricultural benefits--farmland protected from floodwater and sedimentation, urgently needed water made available for crops, soil and water conservation systems established, higher income to the farmer. We have seen community benefits--towns feeling the effects of a more prosperous agriculture...industry building in rural areas, alleviating unemployment or underemployment...recreation filling a growing demand and bringing new money into the community...water in good supply where it had often been sharply cut or nonexistent.

You have in Florida a good example of these benefits.

The North Saint Lucie River project has brought benefits from at least two directions. The flood prevention aspects of the project in 1963 saved from 2,000 to 3,000 acres of citrus that would have otherwise been flooded during an extremely heavy rain that fell in less than 24 hours.

The project made it possible to expand the acreage of citrus onto land that formerly was considered too hazardous. Former \$100 per acre pastureland is being purchased for \$500 per acre and planted to citrus.

At least 50 new sprinkler irrigation systems have been purchased at an average cost of \$4,000. Increased fruit production results in increased need for harvesting labor, trucking, processing, packaging materials, and distribution services.

A new packing house that will employ 50 people is being built at an estimated cost of \$300,000.

I think you can see what I mean by pyramiding benefits. This is happening across the Nation where small-watershed projects are being installed.

An interesting item in this connection is a study that your National Association of Soil and Water Conservation Districts cited recently. The study, completed last year by the State University of New Mexico, shows how watershed protection projects help to create jobs and step up the level of economic activity in areas where they are being undertaken. It focused on the way new farm jobs created by irrigation project activities, and also the new industrial jobs brought into an area by the watershed operations, will set up a need for still more jobs in local retail stores and service establishments.

Three new farm jobs, the study showed, will evoke a need for four supporting retail and service jobs. Another supporting job will be needed for each additional industrial worker employed.

Thus, the NACD pointed out, a watershed project that provides new jobs for 20 agricultural workers and 50 industrial employees could reasonably be expected to open up positions for as many as 150 business and service employees of the watershed community and adjacent area. When family dependents are figured in, the number of new consumers added to the area as an indirect result of the watershed project activity could run to several hundred.

Although I know of very few studies such as this that have been made--and I realize that the results of the study can be applied only in areas with similar economic characteristics--the evidence points to this trend in watershed projects.



Since the Watershed Protection and Flood Prevention Act was passed, the Congress, through amendments to the original act, has consistently broadened the Federal assistance available in order to enable local people to get full benefits from their land and water resources.

Since enactment of the law, 43 States have passed more than 200 pieces of legislation designed to strengthen the position of the States and local organizations in carrying out their share of the responsibility of this program. Additional legislation is being enacted each year in many of the States.

This year 25 States have provided about \$2 million for watershed planning assistance. I know that the efforts of your organization a couple of years ago were rewarded by a State appropriation for watershed planning funds to accelerate the program in Florida.

This kind of local-State-Federal partnership is what makes the watershed program a success.

Let me stress, however, that the program does not replace the conservation work in protecting and improving the land done by the individual farmer. It is a tool soil conservation districts and other legal bodies can use to accelerate conservation practices on the land. What can be accomplished through small watershed projects augments erosion control and flood prevention and embraces the broader concept of community development and improvement in all its forms.

Let me emphasize, also, that one thing we must not overlook in carrying out watershed projects is adequate land treatment. In stressing the benefits from dams and other structural measures, we must not forget that land treatment is a basic element of the projects and is interrelated as a means of achieving the flood prevention and water management objectives. This is perhaps even more important in Florida where land treatment is often carried out to intensify benefits rather than to decrease sediment damages.

As you know, the U. S. Department of Agriculture has committed itself to a policy of strengthening rural America and is carrying out this objective through a Rural Areas Development effort. Small watershed projects play an important part in this effort.

The RAD effort is a significant one. All of us know that rural America has lagged behind all other segments of our society in sharing in the Nation's prosperity.

RAD is not specifically a program. It is a concept, or an approach. Its objective is to provide fullest assistance to local communities in developing their natural and human resources and improving their economic status.

We now enter a new phase in rural development as rural areas enlist their resources in the war on poverty. The Department of Agriculture believes the challenge of this new program is greater in many ways in rural America than it is in urban areas.

Producers in agriculture are not receiving an adequate return on their capital, their labor, and their investment. The farmer still earns 40 percent less than his urban counterpart. Rural areas lack adequate employment opportunities. Public services in rural communities lag behind those in the cities. Education is frequently poorer in quality.

Soil and water conservation districts can take a major role in removing the causes of the lack of social and economic opportunities in rural areas.

For more than a quarter of a century you have demonstrated your capacity to develop and safeguard the soil and water resources of our American land. You have grown as the job has grown. You have adapted to changes.

Today we face many changes in agriculture and in land and water use. There is a new awareness of the tie-in between land and water resources and the economy.

Rural landowners and operators are taking advantage of opportunities in recreation as a new and profitable land use.

The first Resource Conservation and Development projects are being undertaken by soil and water conservation districts and other sponsoring groups to step up the development of natural resources and to get the economy of large rural areas on the move. The Department of Agriculture is focusing technical, financial, research, and educational assistance on these projects to help create opportunities ranging from income-producing recreation to new industry and from improved housing to modern community water systems.

The fact that soil and water conservation activities have broadened calls for a re-examination and re-appraisal of soil conservation district programs. Do your programs reflect the job you are being called on to do? Do they recognize all the opportunities there are for the development of human and natural resources in the community? Do they reflect the needs of the community?

An updated program should reflect the broader areas in which you will be concerned. It should take into consideration not only the soil and water conservation job on the individual farm, but in the watershed community--in the river basin--and in the urban or fringe areas. It might add recreation and municipal water supply to erosion control and flood prevention as its objectives. Most important--it should reflect long-term needs and opportunities.

I understand that about 20 districts in Florida have taken a hard new look at their programs and have re-evaluated and updated them.

While thinking about long-term plans that cover a broad range of land and water development, let us not forget that the basic source of economic prosperity in rural America and a basic bulwark of democracy in the Nation is farm production and farm income on family farms.

There is a place in America for both full-and part-time family farms. The goal is to make certain that the families who live on them shall have adequate incomes and economic opportunity. We need to make certain that appropriate services are available to enable these families to develop both their non-farm and their farm employment and income opportunities so that they can operate as a family on an adequate basis.

This all sounds like a pretty big order. And it is.

You are fortunate to have excellent working relationships with various State and Federal agencies to help with the orderly development of Florida's resources.

But the heart of community development is the local people--local leadership, foresight, planning, and determination to succeed.

Community development calls for a blending of the tools, the knowledge, and the planning and the thinking of all interests. The principal ingredient is leadership--leadership that will point the direction of the job and channel the assistance where it is most needed.

I see no reason why soil and water conservation districts should not play a leading part in community development. You have the experience and the knowledge and the desire to serve. You have what it takes.

- - - - -



U. S. DEPT. OF AGRICULTURE  
NATIONAL LIBRARY  
DEC 28 1964  
C & R-ASF

A56.9

W67

Aug. 31, 1964

cap - 2

TOMORROW'S SOIL CONSERVATION DISTRICT -- TODAY

Address by D. A. Williams, Administrator, Soil Conservation Service, U. S. Department of Agriculture at the annual meeting of the Nebraska Association of Soil and Water Conservation Districts, in Omaha Nebraska, August 31, 1964.

I am pleased to be able to take part this morning in your 24th annual conference and to review with you today's soil and water conservation program and the course it may follow in the years ahead.

We all know that the soil conservation district movement is a great success story! In terms of physical accomplishments alone, the evidence is strikingly clear everywhere in the Nation--grass slopes, wooded fields, stripcropping, terracing, ponds, and other practices used in the whole-farm conservation plan are creating more beautiful countryside while at the same time they hold the soil in place and make the water walk downhill. New plantings on once-bare, erosion-ravaged lands are providing new homes for wildlife and pleasant sites for recreation while stabilizing the land.

In addition, soil and water conservation directly and indirectly results in bringing a higher level of income to the landowner through more efficient operations--an income he spends for goods and services in his community.

Soil and water conservation has become big business. Some 96,000 pieces of equipment--worth more than a billion dollars--are used every year in installing soil and water conservation practices on the Nation's farm and ranch lands. Each year this equipment consumes more than \$40 million worth of fuel, oil, grease and tires. Some 669 million cubic yards of earth are moved in installing engineering-type practices on farms and ranches each year. In addition, 393,000 cubic yards of concrete, 36.7 million feet of various kinds of pipe, and 240,000 sprinkler heads are used. These figures do not include any of the construction work done under contract in watershed projects.

Nebraska has been in the forefront in conservation achievements. It was one of the first States in the Nation to adopt soil and water conservation districts legislation. Today you can claim more than  $7\frac{1}{2}$  million acres of conservation cropping systems on the land; 3 million acres of contour farming; more than a million acres of stripcropping; 600,000 acres of range seeding; 127,000 miles of terracing; 18,000 farm ponds; and 600,000 acres of land leveling for water conservation.

These major visible accomplishments are not, of course, the entire picture. Another contribution of your soil conservation districts has been the kind of leadership that gets things done--the leadership that has brought about new soil and water conservation programs as they were needed, along with refinements and improvements of existing ones to keep the program moving and in tune with the needs of the time.

STC  
FIU  
WD



It was effective leadership like yours and the watershed associations in the Salt-Wahoo and Brownell Creek pilot watershed projects that brought about Public Law 566. Your continued leadership has helped translate that law into an effective program. More than 1,000 watershed projects now have been approved for planning, and 569 authorized for operations.

By the end of this decade, we hope to help local organizations protect and develop some 2,000 watersheds. These projects will reduce the Nation's flood damages by \$129 million a year, and bring a host of additional benefits to the more than 13 million people living in these watersheds--water supply for agriculture, industry, and cities; recreation areas; increased fish and wildlife; and expanded commercial activity. For many communities, a watershed project has been the very cornerstone of their economy.

One example of the side benefits of watershed activities illustrates this point. Watershed projects in Nebraska brought about an estimated 42,000 visitor-days of recreation in fiscal year 1963.

Your soil conservation districts are one of the local sponsoring organizations in each of Nebraska's 19 watershed projects underway. This is true also in practically every project across the Nation.

Your leadership has made the Great Plains Conservation Program successful. This accelerated program, geared to the special needs of a region long troubled by its unique soil, moisture and climatic conditions and resultant land use problems, is going strong. Plans being applied as of March 31, 1964 totaled 14,965 on 32,119,176 acres and provided for 23 percent of the cropland to go into grass. In Nebraska's 58 eligible counties, 1,734 farms and ranches covering 2,379,649 acres are being operated under the Great Plains Conservation Program contracts, enabling the farmers and ranchers to receive technical and financial help in planning and installing conservation practices. You are seeding 100,000 acres of Nebraska cropland to grass every year. Most of this land was previously in surplus crops.

Another area in which the soil conservation district is assuming leadership is in the Resource Conservation and Development Projects authorized by the Food and Agriculture Act of 1962. In these projects, districts work together with city people, rural communities, civic groups, and others to improve land-use patterns, develop the natural resources of rural areas, and improve recreational and economic opportunities. Ten of these projects have been approved for planning, and another 10 applications have been received. I understand that one application is being considered in Nebraska. The projects may combine the efforts of several counties and watersheds in areas where acceleration of these efforts will provide additional economic opportunities.

Recent trends have all been in the direction of increasing interdependence and cooperation of city and rural folk, and the public bodies assisting them, in solving America's soil, water and related resource problems. This is good. Herein, I think, lies the greatest opportunity for soil conservation districts to provide effective, forward-looking leadership.

We are becoming larger not only in population, but also in the complexity of our resource problems. We no longer can afford to let each interest go its separate way; we must join together to solve joint problems.

The growing water problem illustrates the need for joint action. The oncoming pressures on this resource are acute. Total demand for fresh water has grown faster than population during the first half of this century, and it is expected to keep growing at least as fast as population. Irrigation use may increase by half by the year 2000; municipal use may double, and manufacturing use may triple.

The Kerr Committee of the United States Senate estimated that total water withdrawals will double by 1980 and triple by 2000. Depletions--water consumed in use and not returned to streamflow--may increase 28 percent by 1980 and 79 percent by 2000.

These needs--and the supplies to meet them--are not uniform across the country. Water problems are essentially local and regional in nature. The water story is different for each community, watershed, and river basin.

Our National Inventory of Soil and Water Conservation Needs, in which you helped, showed what a job we have ahead of us in solving water problems. Of nearly 13,000 watersheds in the United States, more than 8,000 need community-wide projects to cope with water management and watershed protection problems.

Add to these problems the fact that nearly 15,000 rural towns in the United States with a population of 2,500 people or less have no water systems and the fact that one-fourth of our population today is troubled with water shortage, poor water, or both.

The simple fact is that the Nation no longer has enough water at all times for all uses in all locations. We will have to choose between alternative uses for the supply in some areas. In others, economic developments may have to go where the required water is. We will need to take effective action to regulate and stabilize streamflow, to develop water resources, and to protect them from pollution and sedimentation.

The pressure on our land resources is increasing too.

Our Conservation Needs Inventory indicates that despite our progress nearly two-thirds of all non-Federal rural land still needs conservation treatment of some kind. Sixty-two percent of cropland needs measures to overcome hazards of erosion, excess water, unfavorable soil, or adverse climate. Fourteen percent of the pasture and range needs establishment of new plant cover and 22 percent needs improvement of cover. Sixteen percent of the woodland needs establishment and 36 percent needs improvement of timber stands.

And while we will probably have crop surpluses for the rest of this century and will need to take some land out of production to equate supply with needs for some crops, the story is far different for other uses of land. At the turn of the century we may need 300 percent of the present acreage for recreation, 215 percent for urban use, 125 percent for transportation, 133 percent for wildlife refuges, and 180 percent for reservoirs.

Adding all these requirements for land, we come out with more land than we have. This indicates that we will have to rely on multiple use of land--making the same acreage serve two or more purposes at the same time.



We also will have to work at improving allocation of land so that it is put to the use for which it is best suited. One aid in this will be our published soil surveys, which are being used more and more in suburban and urban land use decisions as well as in agriculture. Last year the Soil Conservation Service made soil surveys in at least 70 urban fringe areas and mapped about a million acres for immediate use in urban planning.

As part of the multiple-use picture, landowners and operators are helping solve our rising needs for outdoor recreation by providing it on their farms, ranches, and other rural lands. They are at the same time increasing their income by user fees. In the two-year period since the Department of Agriculture began emphasizing farm recreation for profit, some 19,000 landowners and operators established income-producing recreation enterprises on their land, and another 1,800 shifted their operations to recreation as a primary source of income. And more than 51,800 organized groups with 8.9 million members lease or have permits to use 39 million acres of privately owned land for outdoor recreation. The opportunities for future development of rural lands for recreation are tremendous.

In addition to solving our land and water problems, we need to improve economic conditions in our Nation's rural areas. Producers in agriculture are not receiving an adequate return on their capital, their labor, and their investment. The farmer still earns 40 percent less than his urban counterpart. And other rural landowners and citizens lack adequate employment. Nearly one-third of our rural citizens live in poverty. Public services in rural communities lag behind those in our cities. Education is poorer in quality and economic opportunities fewer. This problem of developing the natural and human resources of our rural areas to enable rural citizens to share more equitably in the bounty they have helped to create is a major aim of the Department of Agriculture.

Effective state and local support is evident in soil and water conservation work, and especially in Nebraska. I understand that in the past several sessions of the Nebraska legislature there has not been a single dissenting vote among the 13 members on any legislation or appropriation for soil and water conservation programs. With this kind of support you can do much. The Legislature appropriated \$342,042 for soil and water conservation work in 1964, and local government resources in 68 counties provided another \$121,953 to carry out local soil conservation district programs. Nationally, non-Federal sources provided a total of \$43,846,334 for soil and water conservation work in fiscal year 1963. Of the total, local governments provided nearly \$17 million and States \$14 million.

Increased support of this kind will be needed by your districts in the future to meet the ever increasing complexities of the pressure of people upon our soil and water resources. Also, we are going to have to get maximum returns in conservation for every Federal dollar and man-year we have available. We in the Soil Conservation Service are determined to economize with the least possible effect on operations at the field level, where the conservation job gets on the land. We are now making some changes in our system of technical backstopping in order to meet money and manpower restrictions without decreasing direct assistance to districts. We are grouping our staff of interstate technical specialists at four Regional Technical Service Centers to provide more effective technical services to the States at lower cost and with fewer employees. One of these centers will be at Lincoln, to serve the Midwest.

The soil and water conservation program is your program. It is ever broadening in scope to meet the complexities of modern resource needs. Thus you will need to make certain that your individual districts are geared up to meet these challenges. You can provide effective leadership and participation in modern broadscale resource planning and action only if you, too, are modern.

The district of tomorrow will have to be the bridge linking the land and the people with the best possible planning and technical aid for economic well-being. You will need to be concerned with economics and human welfare on a district-wide, watershed-wide, and river basin-wide level as well as on an individual-farm basis. You will have to be just as much concerned with sedimentation and pollution as with erosion. You will have to be ready to assist urban areas--to work with industries, civic groups, and many types of planning commissions. In Nebraska, your progress in this area is evidenced by the fact that 3,153 non-farm landowners received technical assistance through districts in fiscal year 1963.

I am encouraged to note that nearly half of the Nation's soil and water conservation districts have taken a long look at their programs, brought them up to date, and have signed modernized memorandums of understanding with the Secretary of Agriculture. As of July 1, a total of 1,319 revised agreements had been signed and 64 others were in Washington for a total of 1,383. In Nebraska, 26 new agreements have been signed, and four others have been submitted; 30 of your districts are now ready for modern soil and water conservation efforts. I know that the rest of you are looking at your programs, and I urge you to consider fully your broadened responsibilities and opportunities before coming up with a new long-range plan of operations.

Revised plans and agreements won't do the job alone, of course. You--and the Soil Conservation Service too--will have to be continually alert to new ideas. We must continually bring new blood into our organizations and be stimulated by this infusion.

Soil and water conservation will be largely what we make it. If we lack vision and broadened thinking, so will our program. You have met every challenge head on for 24 years. I know you will continue to do so.

The soil and water resources of Nebraska--and the United States--are in good hands--your hands.

- - - - -

U. S. DEPT. OF AGRICULTURE  
NATIONAL AGRICULTURAL LIBRARY  
JUN 27 1964  
C & P-ASR



Reserve  
A56.9  
W67  
Aug. 31, 1964

TOMORROW'S SOIL CONSERVATION DISTRICT -- TODAY

Address by D. A. Williams, Administrator, Soil Conservation Service, U. S. Department of Agriculture at the annual meeting of the Nebraska Association of Soil and Water Conservation Districts, in Omaha Nebraska, August 31, 1964.

I am pleased to be able to take part this morning in your 24th annual conference and to review with you today's soil and water conservation program and the course it may follow in the years ahead.

We all know that the soil conservation district movement is a great success story! In terms of physical accomplishments alone, the evidence is strikingly clear everywhere in the Nation--grass slopes, wooded fields, stripcropping, terracing, ponds, and other practices used in the whole-farm conservation plan are creating more beautiful countryside while at the same time they hold the soil in place and make the water walk downhill. New plantings on once-bare, erosion-ravaged lands are providing new homes for wildlife and pleasant sites for recreation while stabilizing the land.

In addition, soil and water conservation directly and indirectly results in bringing a higher level of income to the landowner through more efficient operations--an income he spends for goods and services in his community.

Soil and water conservation has become big business. Some 96,000 pieces of equipment--worth more than a billion dollars--are used every year in installing soil and water conservation practices on the Nation's farm and ranch lands. Each year this equipment consumes more than \$40 million worth of fuel, oil, grease and tires. Some 669 million cubic yards of earth are moved in installing engineering-type practices on farms and ranches each year. In addition, 393,000 cubic yards of concrete, 36.7 million feet of various kinds of pipe, and 240,000 sprinkler heads are used. These figures do not include any of the construction work done under contract in watershed projects.

Nebraska has been in the forefront in conservation achievements. It was one of the first States in the Nation to adopt soil and water conservation districts legislation. Today you can claim more than  $7\frac{1}{2}$  million acres of conservation cropping systems on the land; 3 million acres of contour farming; more than a million acres of stripcropping; 600,000 acres of range seeding; 127,000 miles of terracing; 18,000 farm ponds; and 600,000 acres of land leveling for water conservation.

These major visible accomplishments are not, of course, the entire picture. Another contribution of your soil conservation districts has been the kind of leadership that gets things done--the leadership that has brought about new soil and water conservation programs as they were needed, along with refinements and improvements of existing ones to keep the program moving and in tune with the needs of the time.

STC  
FIU  
WD

It was effective leadership like yours and the watershed associations in the Salt-Wahoo and Brownell Creek pilot watershed projects that brought about Public Law 566. Your continued leadership has helped translate that law into an effective program. More than 1,000 watershed projects now have been approved for planning, and 569 authorized for operations.

By the end of this decade, we hope to help local organizations protect and develop some 2,000 watersheds. These projects will reduce the Nation's flood damages by \$129 million a year, and bring a host of additional benefits to the more than 13 million people living in these watersheds--water supply for agriculture, industry, and cities; recreation areas; increased fish and wildlife; and expanded commercial activity. For many communities, a watershed project has been the very cornerstone of their economy.

One example of the side benefits of watershed activities illustrates this point. Watershed projects in Nebraska brought about an estimated 42,000 visitor-days of recreation in fiscal year 1963.

Your soil conservation districts are one of the local sponsoring organizations in each of Nebraska's 19 watershed projects underway. This is true also in practically every project across the Nation.

Your leadership has made the Great Plains Conservation Program successful. This accelerated program, geared to the special needs of a region long troubled by its unique soil, moisture and climatic conditions and resultant land use problems, is going strong. Plans being applied as of March 31, 1964 totaled 14,965 on 32,119,176 acres and provided for 23 percent of the cropland to go into grass. In Nebraska's 58 eligible counties, 1,734 farms and ranches covering 2,379,649 acres are being operated under the Great Plains Conservation Program contracts, enabling the farmers and ranchers to receive technical and financial help in planning and installing conservation practices. You are seeding 100,000 acres of Nebraska cropland to grass every year. Most of this land was previously in surplus crops.

Another area in which the soil conservation district is assuming leadership is in the Resource Conservation and Development Projects authorized by the Food and Agriculture Act of 1962. In these projects, districts work together with city people, rural communities, civic groups, and others to improve land-use patterns, develop the natural resources of rural areas, and improve recreational and economic opportunities. Ten of these projects have been approved for planning, and another 10 applications have been received. I understand that one application is being considered in Nebraska. The projects may combine the efforts of several counties and watersheds in areas where acceleration of these efforts will provide additional economic opportunities.

Recent trends have all been in the direction of increasing interdependence and cooperation of city and rural folk, and the public bodies assisting them, in solving America's soil, water and related resource problems. This is good. Herein, I think, lies the greatest opportunity for soil conservation districts to provide effective, forward-looking leadership.

We are becoming larger not only in population, but also in the complexity of our resource problems. We no longer can afford to let each interest go its separate way; we must join together to solve joint problems.



The growing water problem illustrates the need for joint action. The oncoming pressures on this resource are acute. Total demand for fresh water has grown faster than population during the first half of this century, and it is expected to keep growing at least as fast as population. Irrigation use may increase by half by the year 2000; municipal use may double, and manufacturing use may triple.

The Kerr Committee of the United States Senate estimated that total water withdrawals will double by 1980 and triple by 2000. Depletions--water consumed in use and not returned to streamflow--may increase 28 percent by 1980 and 79 percent by 2000.

These needs--and the supplies to meet them--are not uniform across the country. Water problems are essentially local and regional in nature. The water story is different for each community, watershed, and river basin.

Our National Inventory of Soil and Water Conservation Needs, in which you helped, showed what a job we have ahead of us in solving water problems. Of nearly 13,000 watersheds in the United States, more than 8,000 need community-wide projects to cope with water management and watershed protection problems.

Add to these problems the fact that nearly 15,000 rural towns in the United States with a population of 2,500 people or less have no water systems and the fact that one-fourth of our population today is troubled with water shortage, poor water, or both.

The simple fact is that the Nation no longer has enough water at all times for all uses in all locations. We will have to choose between alternative uses for the supply in some areas. In others, economic developments may have to go where the required water is. We will need to take effective action to regulate and stabilize streamflow, to develop water resources, and to protect them from pollution and sedimentation.

The pressure on our land resources is increasing too.

Our Conservation Needs Inventory indicates that despite our progress nearly two-thirds of all non-Federal rural land still needs conservation treatment of some kind. Sixty-two percent of cropland needs measures to overcome hazards of erosion, excess water, unfavorable soil, or adverse climate. Fourteen percent of the pasture and range needs establishment of new plant cover and 22 percent needs improvement of cover. Sixteen percent of the woodland needs establishment and 36 percent needs improvement of timber stands.

And while we will probably have crop surpluses for the rest of this century and will need to take some land out of production to equate supply with needs for some crops, the story is far different for other uses of land. At the turn of the century we may need 300 percent of the present acreage for recreation, 215 percent for urban use, 125 percent for transportation, 133 percent for wildlife refuges, and 180 percent for reservoirs.

Adding all these requirements for land, we come out with more land than we have. This indicates that we will have to rely on multiple use of land--making the same acreage serve two or more purposes at the same time.

We also will have to work at improving allocation of land so that it is put to the use for which it is best suited. One aid in this will be our published soil surveys, which are being used more and more in suburban and urban land use decisions as well as in agriculture. Last year the Soil Conservation Service made soil surveys in at least 70 urban fringe areas and mapped about a million acres for immediate use in urban planning.

As part of the multiple-use picture, landowners and operators are helping solve our rising needs for outdoor recreation by providing it on their farms, ranches, and other rural lands. They are at the same time increasing their income by user fees. In the two-year period since the Department of Agriculture began emphasizing farm recreation for profit, some 19,000 landowners and operators established income-producing recreation enterprises on their land, and another 1,800 shifted their operations to recreation as a primary source of income. And more than 51,800 organized groups with 8.9 million members lease or have permits to use 39 million acres of privately owned land for outdoor recreation. The opportunities for future development of rural lands for recreation are tremendous.

In addition to solving our land and water problems, we need to improve economic conditions in our Nation's rural areas. Producers in agriculture are not receiving an adequate return on their capital, their labor, and their investment. The farmer still earns 40 percent less than his urban counterpart. And other rural landowners and citizens lack adequate employment. Nearly one-third of our rural citizens live in poverty. Public services in rural communities lag behind those in our cities. Education is poorer in quality and economic opportunities fewer. This problem of developing the natural and human resources of our rural areas to enable rural citizens to share more equitably in the bounty they have helped to create is a major aim of the Department of Agriculture.

Effective state and local support is evident in soil and water conservation work, and especially in Nebraska. I understand that in the past several sessions of the Nebraska legislature there has not been a single dissenting vote among the 43 members on any legislation or appropriation for soil and water conservation programs. With this kind of support you can do much. The Legislature appropriated \$342,042 for soil and water conservation work in 1964, and local government resources in 68 counties provided another \$121,953 to carry out local soil conservation district programs. Nationally, non-Federal sources provided a total of \$43,846,334 for soil and water conservation work in fiscal year 1963. Of the total, local governments provided nearly \$17 million and States \$14 million.

Increased support of this kind will be needed by your districts in the future to meet the ever increasing complexities of the pressure of people upon our soil and water resources. Also, we are going to have to get maximum returns in conservation for every Federal dollar and man-year we have available. We in the Soil Conservation Service are determined to economize with the least possible effect on operations at the field level, where the conservation job gets on the land. We are now making some changes in our system of technical backstopping in order to meet money and manpower restrictions without decreasing direct assistance to districts. We are grouping our staff of interstate technical specialists at four Regional Technical Service Centers to provide more effective technical services to the States at lower cost and with fewer employees. One of these centers will be at Lincoln, to serve the Midwest.



The soil and water conservation program is your program. It is ever broadening in scope to meet the complexities of modern resource needs. Thus you will need to make certain that your individual districts are geared up to meet these challenges. You can provide effective leadership and participation in modern broadscale resource planning and action only if you, too, are modern.

The district of tomorrow will have to be the bridge linking the land and the people with the best possible planning and technical aid for economic well-being. You will need to be concerned with economics and human welfare on a district-wide, watershed-wide, and river basin-wide level as well as on an individual-farm basis. You will have to be just as much concerned with sedimentation and pollution as with erosion. You will have to be ready to assist urban areas--to work with industries, civic groups, and many types of planning commissions. In Nebraska, your progress in this area is evidenced by the fact that 3,153 non-farm landowners received technical assistance through districts in fiscal year 1963.

I am encouraged to note that nearly half of the Nation's soil and water conservation districts have taken a long look at their programs, brought them up to date, and have signed modernized memorandums of understanding with the Secretary of Agriculture. As of July 1, a total of 1,319 revised agreements had been signed and 64 others were in Washington for a total of 1,383. In Nebraska, 26 new agreements have been signed, and four others have been submitted; 30 of your districts are now ready for modern soil and water conservation efforts. I know that the rest of you are looking at your programs, and I urge you to consider fully your broadened responsibilities and opportunities before coming up with a new long-range plan of operations.

Revised plans and agreements won't do the job alone, of course. You--and the Soil Conservation Service too--will have to be continually alert to new ideas. We must continually bring new blood into our organizations and be stimulated by this infusion.

Soil and water conservation will be largely what we make it. If we lack vision and broadened thinking, so will our program. You have met every challenge head on for 24 years. I know you will continue to do so.

The soil and water resources of Nebraska--and the United States--are in good hands--your hands.

- - - - -



U. S. DEPT. OF AGRICULTURE  
NATIONAL AGRICULTURAL LIBRARY

OCT 27 1964

C & R-ASE